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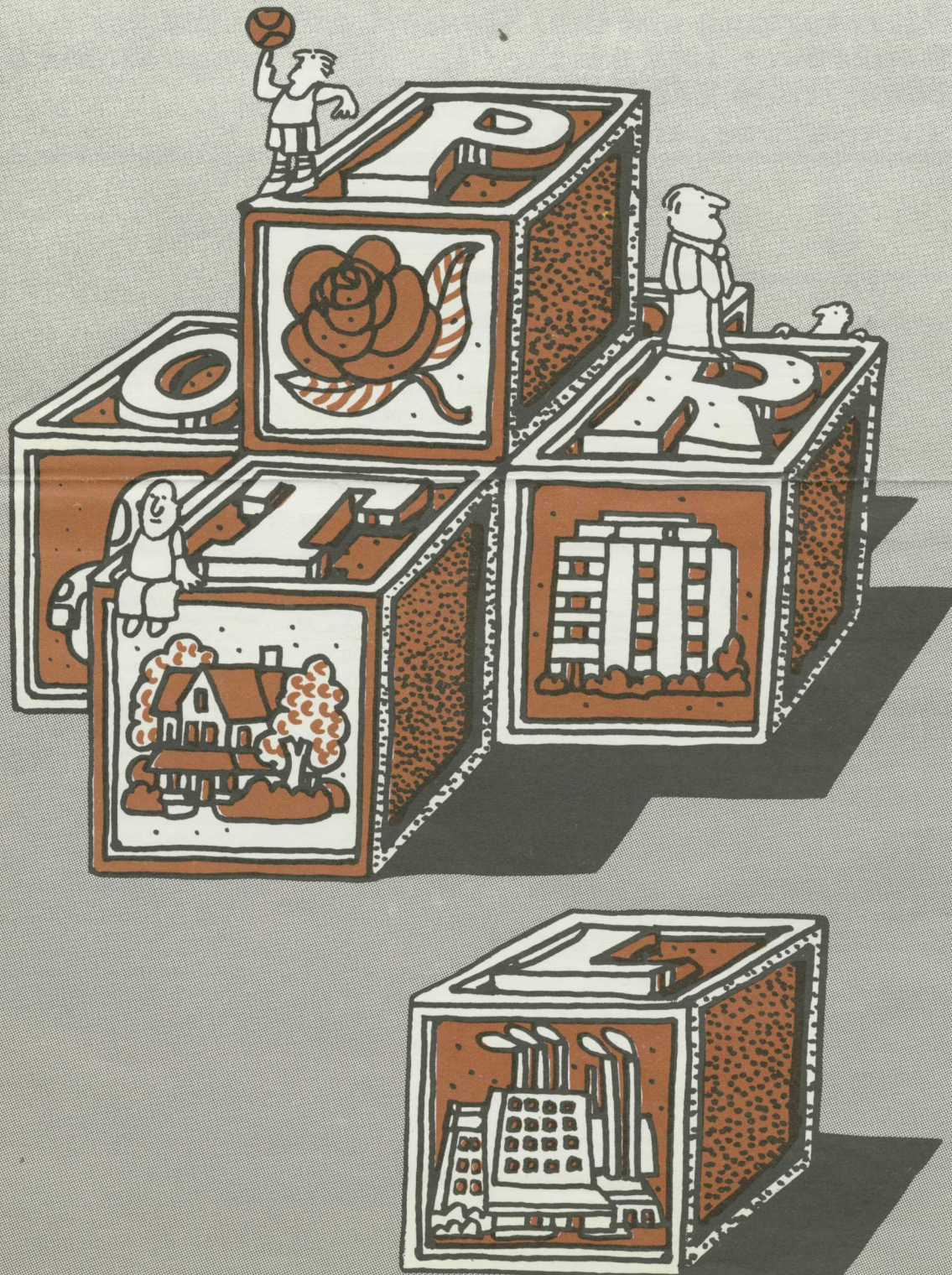
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The CITY PLANNER

CITY EDITION

A COMPREHENSIVE PLAN FOR THE CITY OF PORTLAND
PREPARED BY THE BUREAU OF PLANNING
424 S.W. MAIN STREET
PORTLAND, OREGON 97204



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SOME QUANTITIES...

The numbers below are Bureau of Planning estimates of the probable long-term results of each alternative's basic policies and assumptions.

PEOPLE How big a city will Portland be in the year 2000? Alternative 1 proposes little growth in population; any increase would be due to the birthrate of present residents rather than to a migration of newcomers. Alternatives 2 and 3 provide for increased growth stemming largely from in-migration.

Increased population could alter the "small-town" atmosphere of Portland and make it a less safe and friendly place to live. But growth can offer more diversified cultural, social, and economic activity; insure continued vitality of the school system; and preserve Portland's political and fiscal influence in the region.

HOUSING Many people feel that a high proportion of single family, owner-occupied homes adds to the stability and beauty of a city. In recent years, however, the proportion of apartments has been increasing in order to meet the needs of smaller households who either cannot afford or do not wish to own and maintain a single family home. Alternative 1 continues and Alternative 2 accelerates this trend toward more apartments. Alternative 3 promotes the most new, single family home construction which results in the highest proportion of owner-occupied homes.

JOBS Some jobs pay more, produce more, pollute more, or employ more people than other jobs. The number and type of jobs in the city affect Portland's overall economic health, as well as the character of the city's neighborhoods.

In recent years, commercial jobs, particularly those in financial, social and other services, have been increasing more rapidly than industrial jobs. Alternatives 1 and 2 continue this trend towards commercial jobs, while Alternative 3 promotes increased industrial development.

LAND USE The number and type of people, housing, and jobs located in the city in the year 2000 is strongly influenced by how land is used.

Alternative 3 develops more of the city's vacant land than the other alternatives. This is because it has the highest proportion of lower density uses: more of the housing provided is single family, more of the jobs are industrial. Alternative 2 has the highest proportion of apartments and commercial uses, which have higher density, but uses more land than Alternative 1 because it adds so many more people and jobs.

Higher density uses allow for more efficient use of land and services and provide more tax revenues per acre. But high density can reduce quiet, safety and privacy and increase the bustle and anonymity of city life.

PEOPLE

	1970	Alternative 1 2000	Alternative 2 2000	Alternative 3 2000
Total number of people	382,600	397,400	440,300	428,500
Number of people 5-19	94,100	77,200	90,400	92,500
35-49	58,200	90,900	98,200	92,500
65 and up	56,700	49,900	51,600	49,500

HOUSING

Total number of occupied housing units	145,000	166,700	181,600	173,700
Owner occupied units as a % of all occupied units	56.5	50.5	45.9	54.1
Single family units as a % of total occupied units	68.3	61.5	55.3	65.0
Apartments as a % of total occupied units	31.7	38.5	44.7	35.0
Average persons per household	2.56	2.30	2.34	2.38

JOBS

Total number of jobs located in the city	239,800	308,200	325,000	313,400
People who live and work in the city as a % of:				
All who work in the city	47	40	42	47
All employed who live in the city	73	63	63	73
% of jobs by type:				
% commercial	40	41	42	31
% industrial	37	30	31	42
% institutional (public & semi-public)	23	29	27	27

LAND USE

	1976		Alternative 1 2000		Alternative 2 2000		Alternative 3 2000	
	Density*	Acres	Density*	Acres	Density*	Acres	Density*	Acres
Housing	9.9	16,410	10.0	17,240	10.4	17,960	9.3	19,200
Single family	7.0	14,630	6.8	15,270	6.5	15,780	6.6	17,240
Multi-family	33.7	1,780	34.3	1,970	39.2	2,180	32.7	1,960
Jobs	28.9	6,430	24.4	9,060	25.4	9,320	22.6	10,050
Commercial	45.6	2,200	35.5	3,590	39.3	3,470	35.5	2,710
Industrial	20.3	4,230	17.1	5,470	17.1	5,850	17.9	7,340
Vacant Land in Acres	4.5	11,180	4.2	4,640	4.5	2,990	5.1	1,800

*Density is a measure of concentration. HOUSING DENSITY is a measure of average lot size per housing unit, expressed in units per acre. The higher density shown, the smaller the average lot size. The higher the units per acre (as shown), the smaller the average lot size. JOB DENSITY measures the average number of employees working on an acre of commercial or industrial land. The "DENSITY" OF VACANT LAND indicates the average number of units per acre that could be built on the vacant land zoned for single-family housing if it were developed.

The front and back covers of THE CITY PLANNER fold out so you can review information on all three alternatives as you study each one individually. After turning out the "Quantities" on the inside front cover, fold out the "Qualities" page on the back cover; then begin your review of the alternatives on page 3.

PORTLAND'S FUTURE: PREFACE



PREFACE

Two years ago, Portland was judged the most livable city in the United States by an independent research group. Those of us who make our homes here have known it all along.

We also know that Portland's livability didn't happen by accident. Portland would not be the unique city it is today without the efforts of citizens who were concerned enough to get involved. Citizens like Holladay, Corbett, Ladd, John and Irving played a part in our city's past; you can now play a part in our city's future.

Portland is designing a Comprehensive Land Use Plan. The basic goal of this effort is to keep Portland livable as it grows into the 21st Century. It's a big job that's only going to be accomplished by residents and businesses sharing ideas and working together.

This paper has been prepared to familiarize today's citizens with the choices we must make to develop a plan and the process we will use to be sure every citizen has an opportunity to participate.

I urge you to get involved in this process. We hold Portland's future in our hands. It will take our collective strength to assure that the special qualities that make Portland a good place to live do not slip between our fingers.

Sincerely,

Neil Goldschmidt, Mayor
City of Portland

PREPARING A COMPREHENSIVE PLAN

2

INTRO

The City of Portland has begun preparation of a comprehensive land use plan. This plan, when completed, will provide the city with:

1. A set of land use and development policies to guide the future development of the city and all of its neighborhoods.
2. A set of regulations on private development, including a revised zoning code and map, to carry out these policies.
3. A list of major public investments (money to be spent by the city on such things as sewer, water and street systems) consistent with these policies.
4. A process for review and amendment of the plan.

In May 1977, the City Council established the following steps in the preparation of the plan:

The Bureau of Planning of the City of Portland will — after public discussion and response — prepare a recommended comprehensive plan for the Portland City Planning Commission.

The Portland City Planning Commission will hold public hearings and recommend a comprehensive plan to the City Council.

The City Council will hold public hearings on the recommended comprehensive plan and will then adopt Portland's comprehensive land use plan.

We are now in the first phase of that process — the preparation of a recommendation to the Planning Commission by the Bureau of Planning.

The planning staff's recommended comprehensive plan will propose a coordinated set of responses to the following questions:

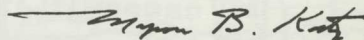
1. What kinds of housing, commerce and industry do we want in the city?
2. How much of the city's land should be allocated to each of these activities?
3. Where should each activity be located?
4. What major public facilities will be needed to serve these activities?

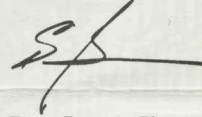
The planning staff cannot recommend a comprehensive land use plan, however, without first knowing what the people of Portland want for their city. What do we value most about our city now? What are we willing to give up to keep or improve those things we value most?

Several different land use plans are presented on the following pages. Each alternative is described in terms of what the city would look like in the year 2000 if that plan were used to guide future development. Each alternative is then ranked in comparison with the others as to how well it preserves or improves some of the qualities which are important to city life.

You will probably find that no alternative achieves equally well all the things which you think are important goals for the city. Any time land is committed to one use rather than another, some opportunities are limited and some opportunities are increased. By letting us know which alternative you think does the best job, and why, you will help us to understand what people value most about Portland as well as to recommend a land use plan that will achieve those goals.

We hope you can take some time from your busy schedule to give us your thoughts. It's your city. Make this your plan too.


Myron B. Katz, President
Portland City Planning Commission


Ernie Bonner, Planning Director
City of Portland

FOLD OUT

ALTERNATIVE 1

3

Land Use Plan 1 would continue current land use and development policies. The City would remain the same in overall size and appearance but the present trend for more of Portland's population to live in apartments would continue. Most middle income families with children would continue to live in the suburbs.

The money available for public facilities such as sewers, water mains and streets would continue to be used more for service extensions than for maintenance of existing services.

● Apartment zones continued — The number of apartments would continue to increase. New garden apartments and walk-up apartments would be built on the

periphery of some single family neighborhoods where zoning permits.

High rise apartments would be built close to commercial centers like down-

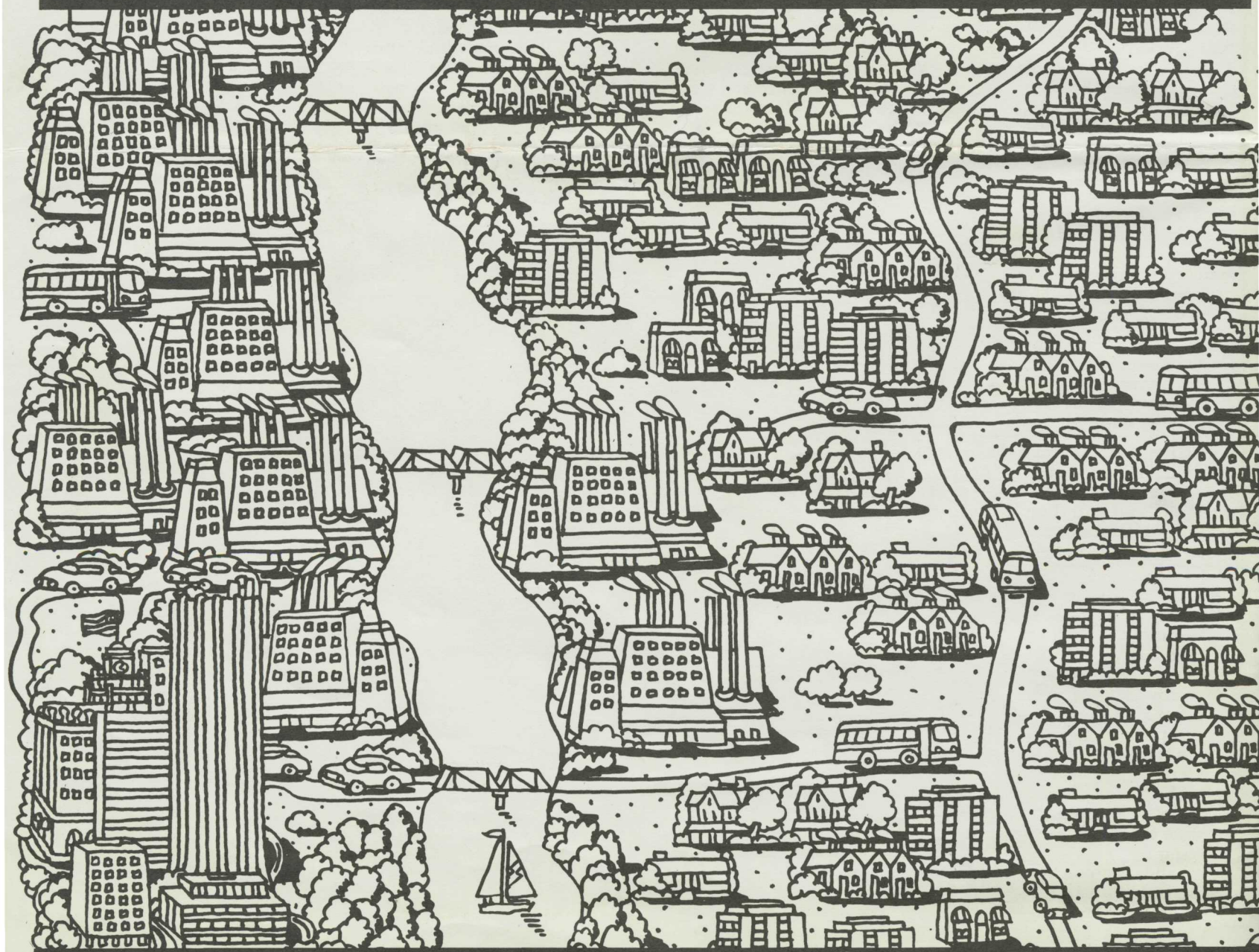
town and Lloyd Center. These new apartments would provide appropriate housing for the increasing number of small households. Increased bus service would provide good access from these areas to downtown.

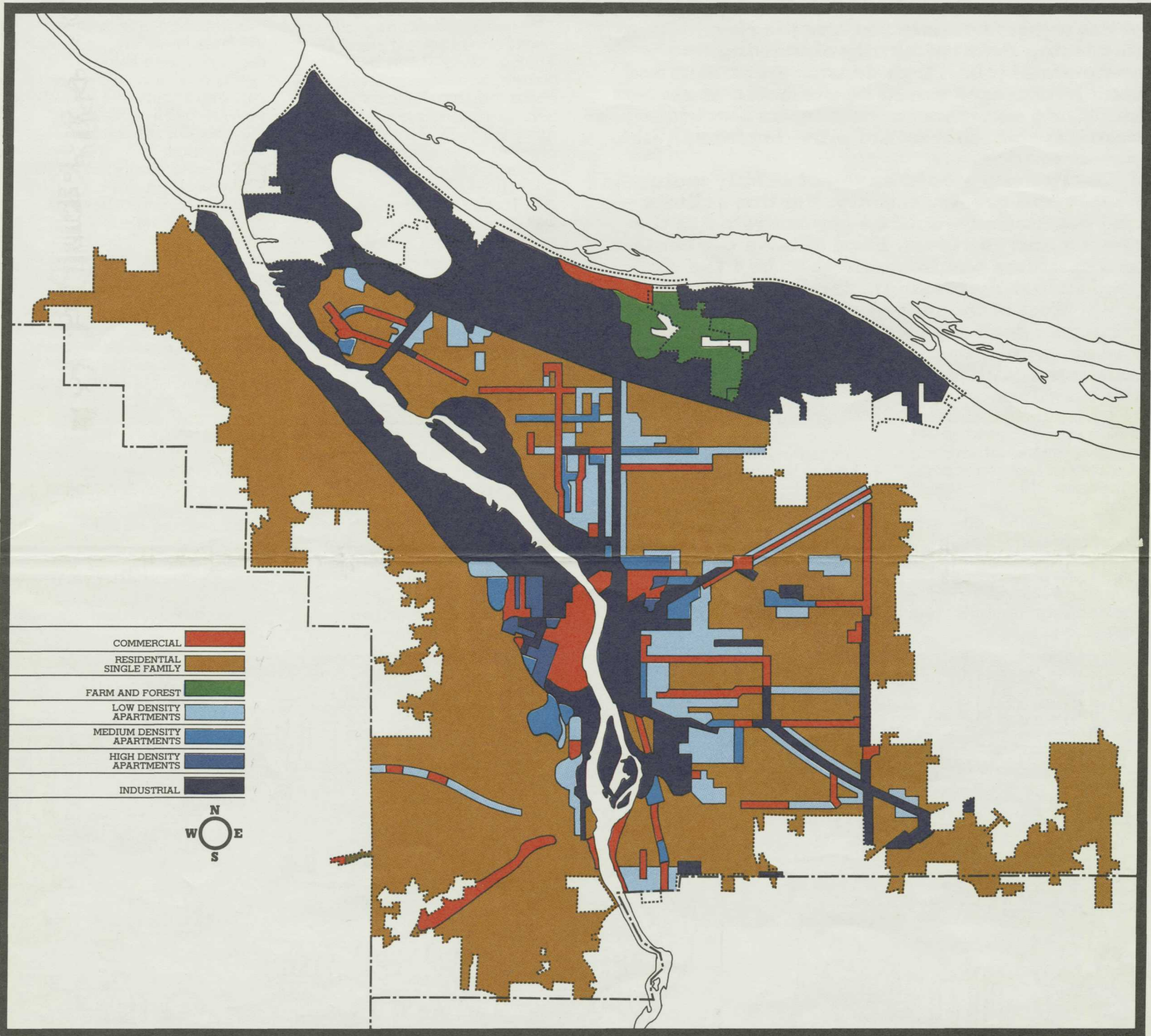
● Single family residential zones continued — Little change would occur in single family areas. Home construction would continue at a low rate, and much of the vacant land in the city would remain unused. Lot sizes would increase as the distance from downtown increases. The quality of housing in some single family areas would deteriorate as they are increasingly occu-

pied by households too small or too poor to maintain them properly.

● Commercial zones continued — Commercial development would continue along a "strip" pattern with restaurants, car lots, and other businesses existing together along a street, each with its own entrance from the street and its own parking areas.

● Industrial zones continued — Factories and warehouses would continue to be mixed with commercial and residential uses. Some of the single family housing in these areas would continue to deteriorate, often to be replaced by an industrial or commercial use.





ALTERNATIVE 2

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Land Use Plan 2 would maintain a larger share of the region's population and jobs by increasing the availability of housing and commercial jobs. High density apartment and commercial uses would be promoted at centers and along corridors supporting an electric transit system that would provide clean, quiet, transit service.

The city would have noticeably more people and greater activity, but this activity and population would be concentrated in the centers and corridors. Land outside the centers and corridors would continue to be used predominantly for single family housing.

Most of the money available for public facilities, such as sewers, water mains and streets, would be used to replace or improve existing facilities at the centers and along the corridors.

Apartment and Commercial zoning at centers on transit streets— Apartment and commercial centers would be located along transit streets that have been designated suitable for an electric transit system. The centers would be zoned for high rise apartments and commercial development. Parking requirements would be reduced or eliminated.

The single family housing in the centers that is already deteriorating would eventually be torn down to make room for new development.

Those who live in the centers, most likely young adults and the elderly, would be able to work in the center they reside in or commute easily to other centers or downtown using the electric transit system.

Medium density apartment and commercial corridors on transit streets— The corridors would be developed with a mixture of shops, offices, duplexes, garden apartments, and walk-up apartments. This development would also meet the needs of the city's smaller households.

Industrial development— New factories and warehouses would be promoted on all sites large enough to be useful for planned industrial developments and close enough to necessary rail, water or truck transportation facilities.

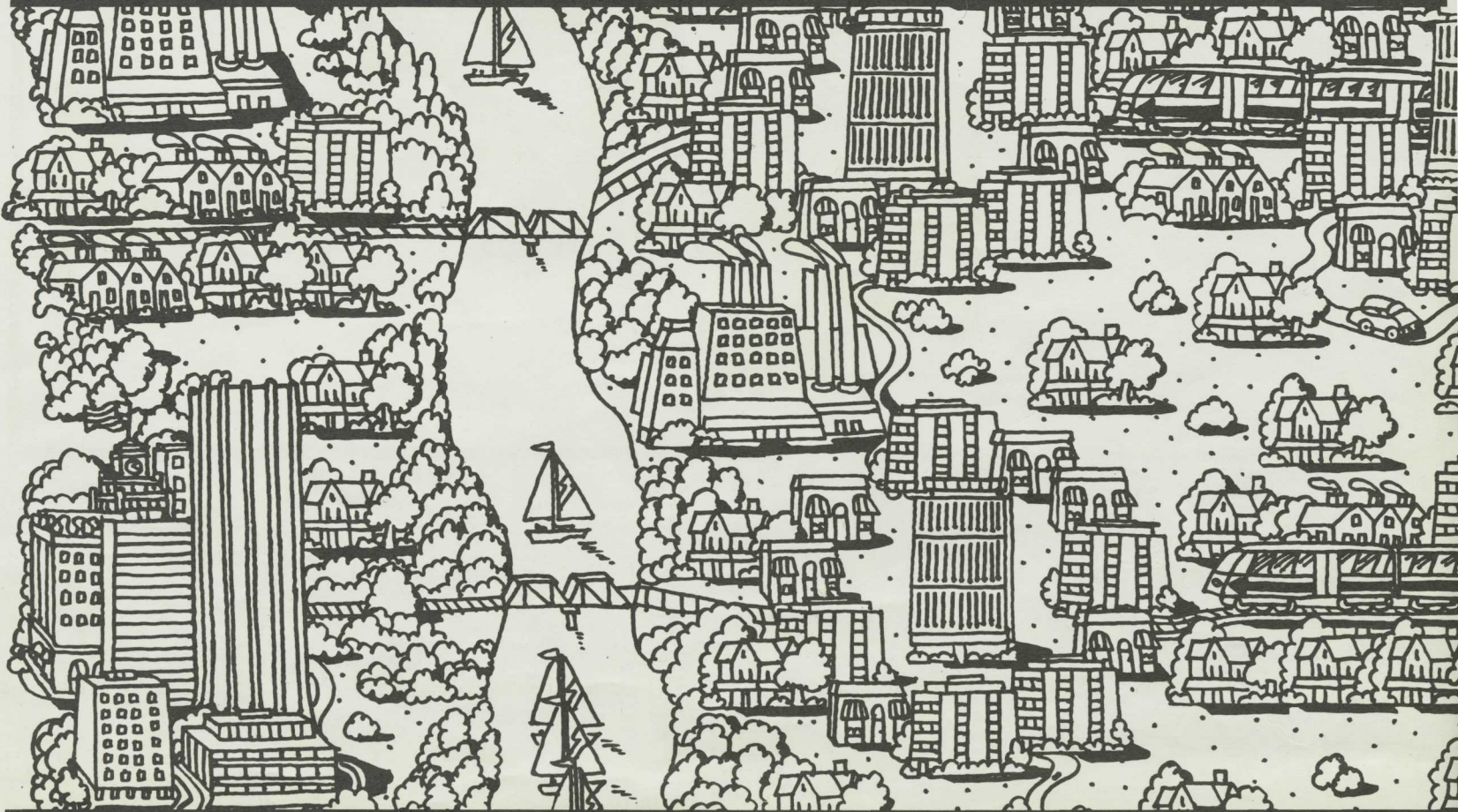
Commercial development— Automobile traffic streets would be developed with businesses catering primarily to auto traffic, such as drive-in theaters and restaurants; car, boat and trailer lots; and furniture stores.

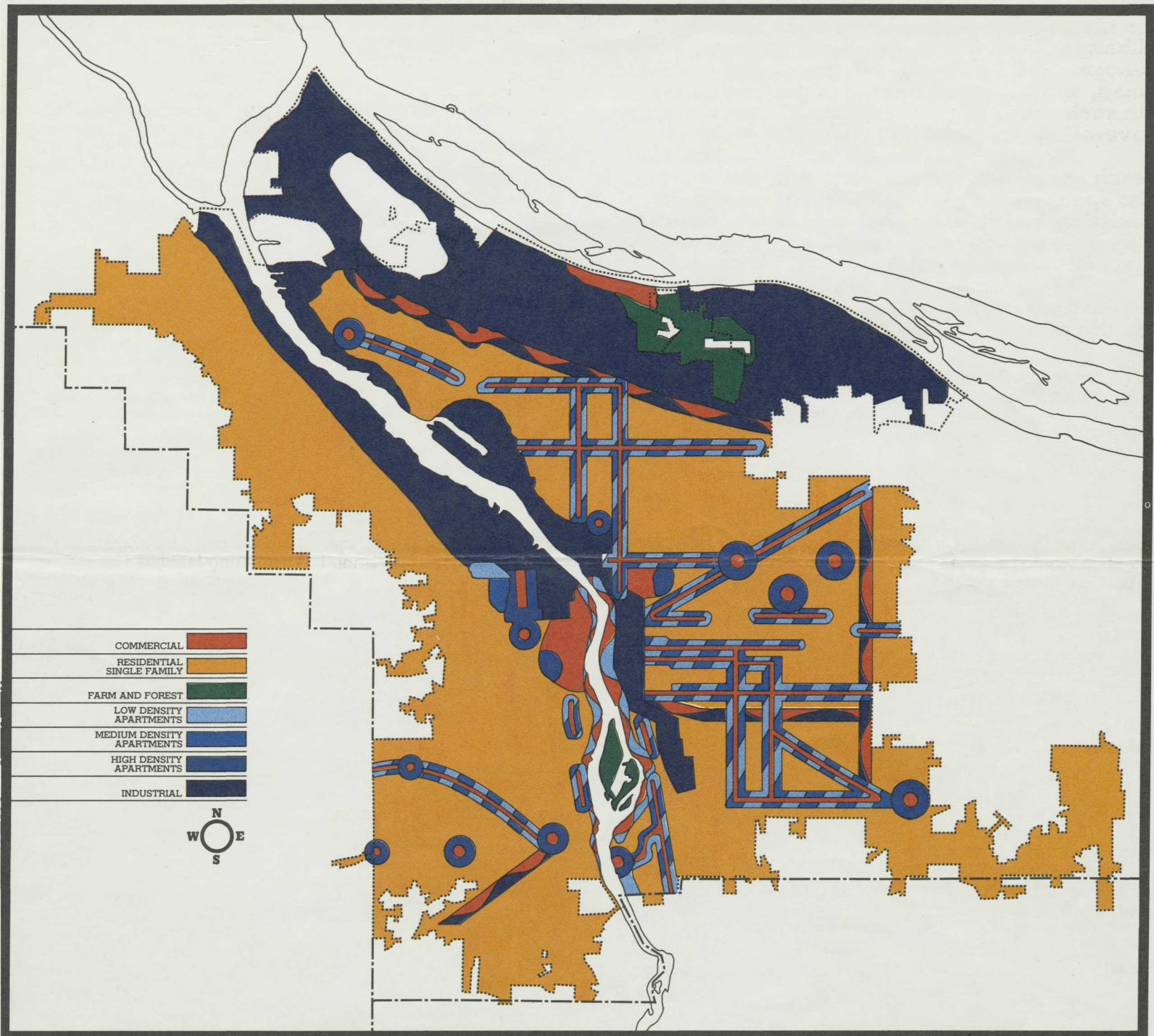
River-oriented commercial, residential and recreational use along the Willamette River— Planned developments with a mixture of townhouses, garden apartments, marinas and other water-oriented

commercial uses would be promoted on land south of the Broadway Bridge along the Willamette River. This development would include parks and trails that would provide public access to the river for the entire community.

Single family residential development on all other land, regardless of current zoning— Because most new development would occur in the centers and corridors, the single family residential neighborhoods would be protected from the intrusion of new non-residential uses. New zoning provisions would limit the development of institutional uses, such as hospitals and churches, in residential neighborhoods. Since the apartment housing in the centers and corridors would provide housing for small households, the large single family homes would be made available for use by child rearing families.

Existing businesses would be allowed to remain but no new businesses would be permitted.





ALTERNATIVE 3

7

Land Use Plan 3 would provide for an increase in the number of people living in the city. Changes in living and working patterns encouraged by changes in the zoning code and map, would spread out the population increase in such a way as to have little effect on the overall appearance and character of the city.

Money available for public facilities, such as sewers, water mains, and streets, would be spent on maintaining and improving existing facilities throughout the city because the new development would occur where facilities already exist.

More land would be made available for industry, which would promote an increase in the number of industrial jobs.

● Small low rise apartments in areas currently zoned for apartments—New duplexes, townhouses, and garden apartments would be built in areas close to the downtown, with an emphasis on owner-

occupied row houses and town-houses.

These low rise apartments would be attractive to working couples and some families, as well as to young adults and the elderly. Transit use through these areas will increase only moderately,

along with increases in auto traffic.

New high rise apartments would be allowed only downtown.

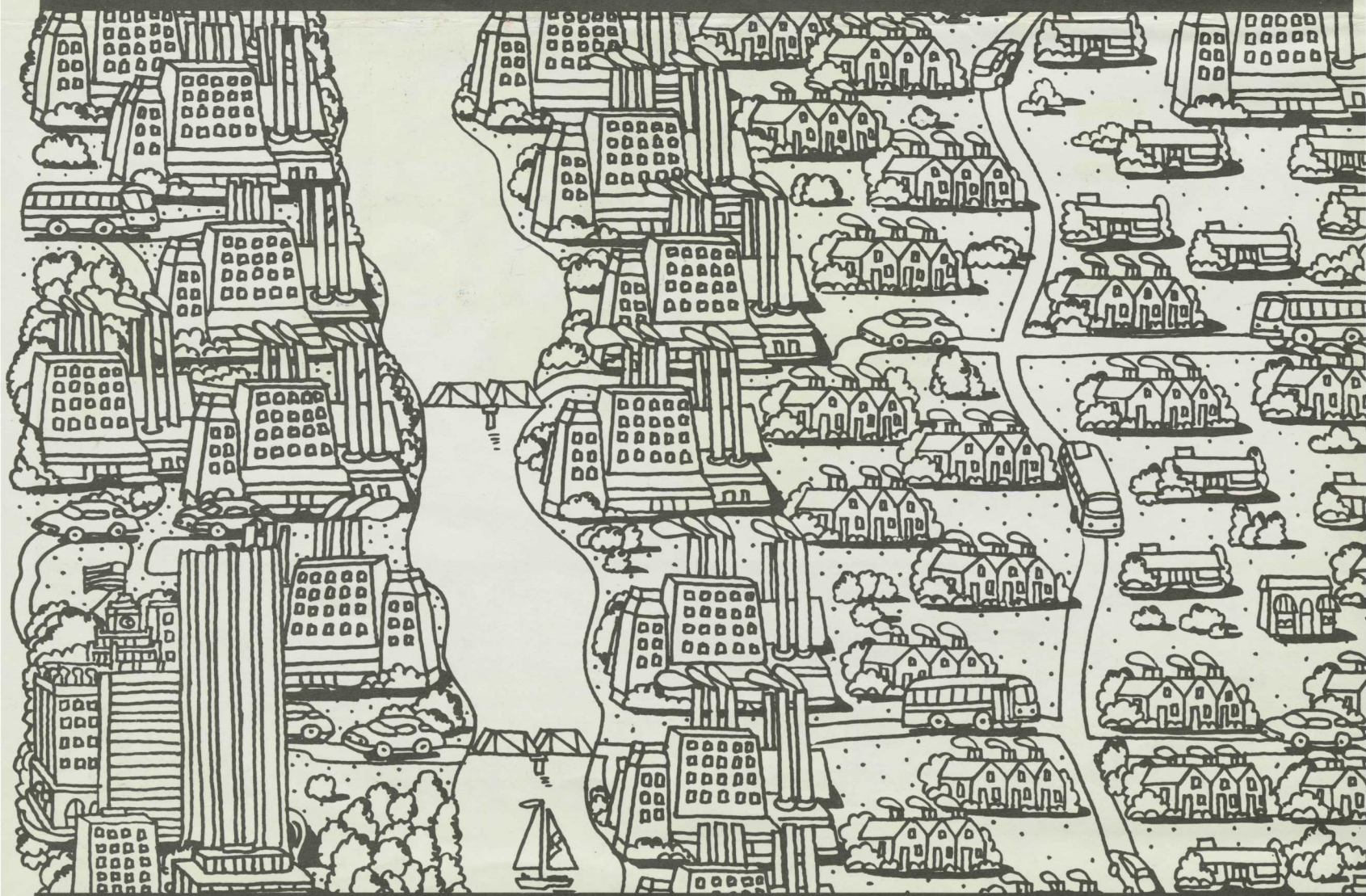
● Smaller lot, single-family housing in developed areas of the city now zoned residential—Scattered vacant lots, including those which do not now meet zoning minimum standards, would be developed with small single family houses, pairs of units sharing a common wall, and some mobile home parks. Small neighborhood groceries, shops and services would be built within these neighborhoods. Existing homes could add one rental unit to make home purchase and maintenance more feasible for a wider variety of people.

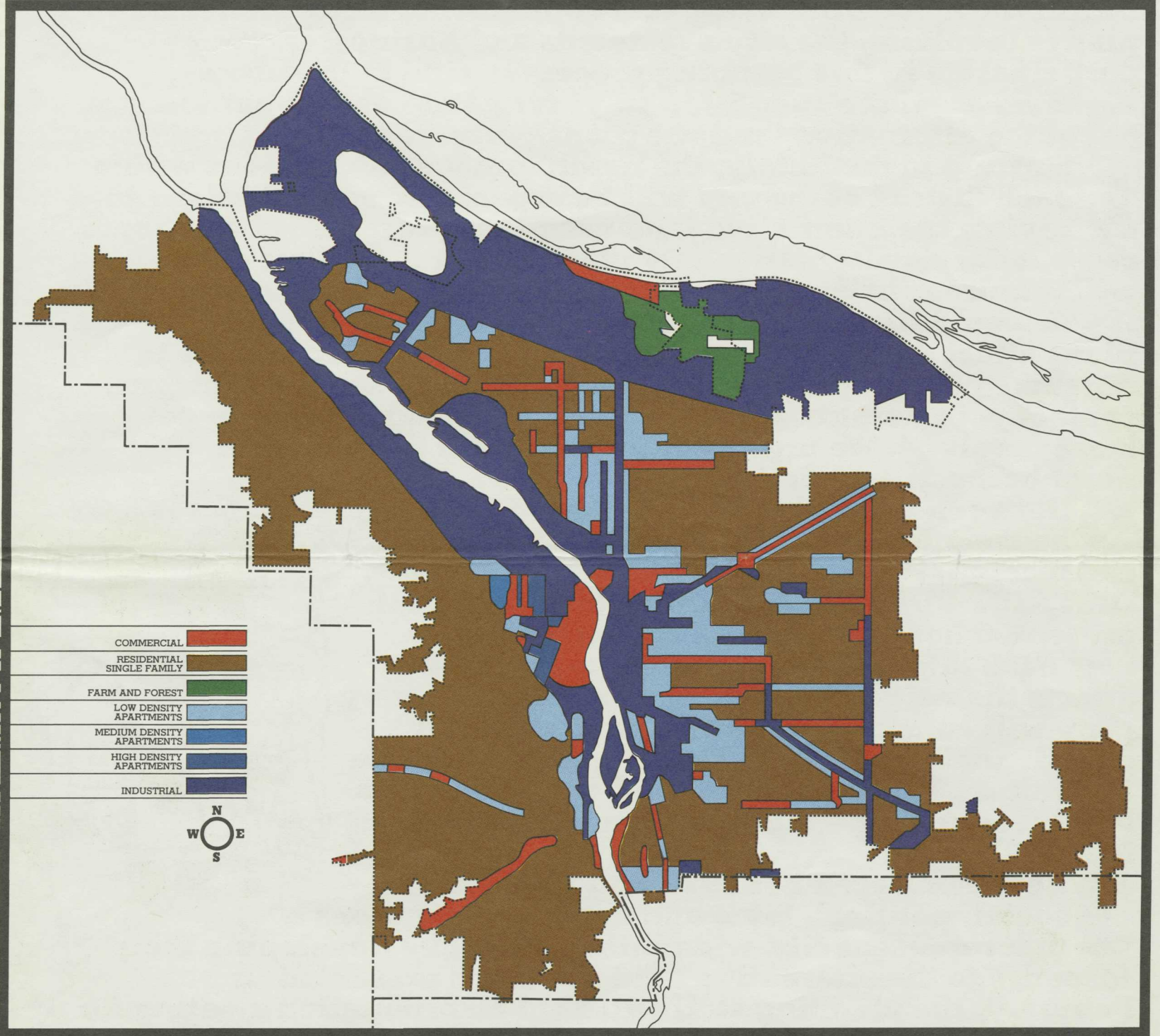
● Single family housing in undeveloped areas of the city—As the distance from downtown increases,

lot sizes would increase. Planned communities with clusters of houses and apartments surrounded by large open spaces would be encouraged.

● Industrial zoning in areas currently zoned for industry or any other suitable vacant land—The development of factories, warehouses and other industrial uses would be encouraged on large sites with rail, water or truck transportation facilities. Most single family housing now located in these areas would be torn down to provide space for industrial development. Commercial and institutional uses would be discouraged.

● Commercial development continued—The areas presently developed commercially would remain unchanged. The number of businesses would increase slightly.





YOUR ROLE IN DESIGNIN

9

One of the most difficult aspects of producing a comprehensive plan is involving the city's residents and businesses. Your participation in this planning process is vital to its success.

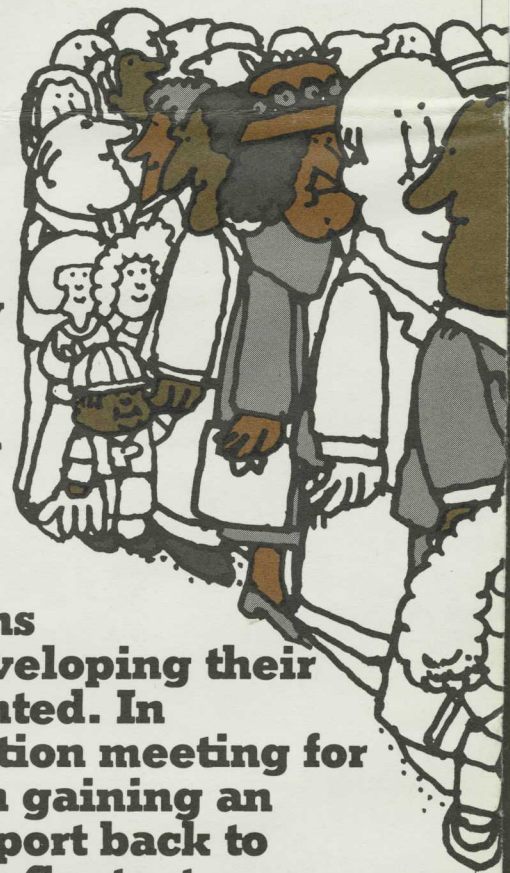
Here are three suggested ways for you to voice your ideas about the alternative land use plans presented here.

1 Starting immediately, the neighborhood associations within each district of the city will be organizing special efforts to review the alternative land use plans presented and in some cases, offer an alternative city plan of their own. This effort will require substantial involvement on the part of the community. If you would like to study the ways the alternative land use plans affect the area where you live or work, or would like to organize your response with others who have similar concerns, contact your neighborhood association to find out how to get more involved. We urge your participation through your neighborhood association.

2 Between December 1977 and May 1978, all households and businesses in the city will receive, in the mail, **THE CITY PLANNER, DISTRICT EDITION**. In addition to the material presented here, the district edition will show how each alternative land use plan for the city affects the neighborhoods in your district. Every copy will contain a self-addressed, stamped questionnaire which we hope you will complete and return. You may also attend one of the town-hall meetings scheduled for January through May, 1978.

3 Between December 1977 and May 1978, social, political, civic and trade organizations that represent city-wide interests will be developing their response to the alternative land use plans presented. In February, the planning staff will hold an orientation meeting for representatives of organizations to assist them in gaining an understanding of the plan and enable them to report back to their membership with information and material. Contact your own organization to find out how to participate in this part of the process.

If you have any questions, or would like additional material, call Julie Nelson, planning staff member, at 248-4260.



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G PORTLAND'S PLAN

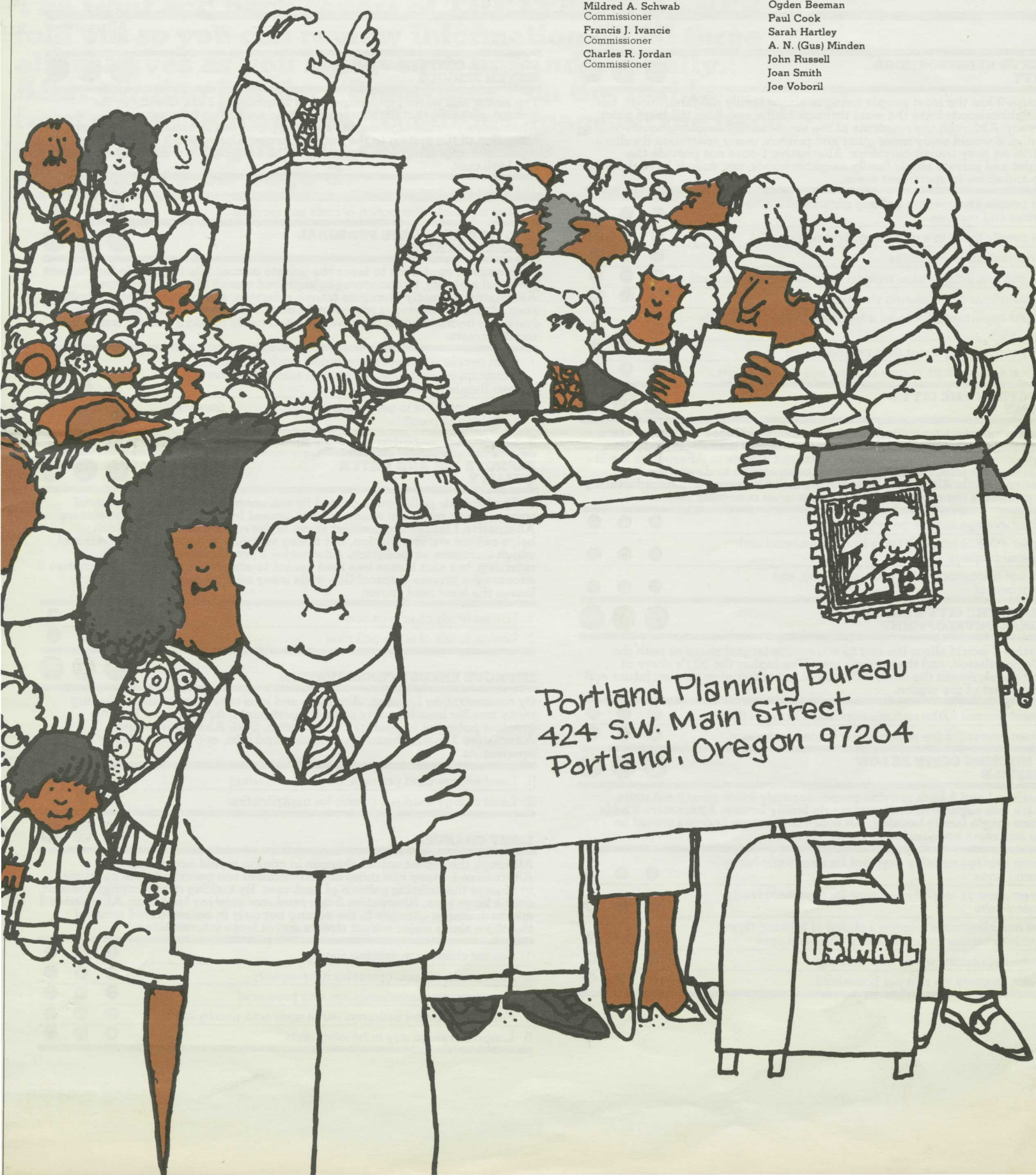
10

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Joan Smith
Joe Voboril



SOME QUALITIES...

Below in bold type are some possible goals for the city. Under each goal heading is a list of some qualities which people might feel are important to that goal. For each quality, color is used to rank the alternatives relative to each other. A green circle shows which alternative has the quality listed to its left; a red circle shows which alternative is least like that quality; a yellow circle shows the alternative in-between. The colors in boldface circles opposite the goal headings are the net result of the rankings for the individual qualities listed below that heading.



PRESERVE NEIGHBORHOOD QUALITY

Alternative 3 has the most people living in single family neighborhoods, but these neighborhoods have the most through-traffic and offer the least quiet and privacy. Although the residents of the single family neighborhoods of Alternative 2 would enjoy more quiet and privacy, many apartment dwellers would live on busy transit corridors. Alternative 1 does not provide the most quiet and private single family neighborhoods, nor does it have the most activity and noise in apartment areas.

- 1. Most people living within walking distance of a range of activities and services
- 2. Most people living in a quiet neighborhood
- 3. Fewest pedestrian accidents
- 4. Most children living within walking distance of public schools
- 5. Best maintenance of housing structures
- 6. Greatest opportunity for racial integration in neighborhoods and schools
- 7. Most people caring about their neighborhood
- 8. Greatest security from crimes at home and on the streets

STRENGTHEN THE CITY'S ECONOMY

Manufacturing jobs tend to pay the highest average wages but have a lower assessed value. Alternative 3 has the largest share of manufacturing jobs. The new commercial development along transit streets in Alternative 2 will create many new jobs, but will offer more competition to downtown than Alternative 1. While Alternative 1 has the fewest commercial and manufacturing jobs, it promotes the most use of downtown as an economic center.

- 1. Highest average income per worker
- 2. Biggest share of property taxes from commercial and industrial property
- 3. Most use of downtown for work, shopping, and entertainment

INCREASE THE CITY'S SHARE OF REGIONAL DEVELOPMENT

Alternative 2 would allow the city to attract the largest share of both the region's population, and the region's jobs. The higher the city's share of regional development the more influence it can exert over its own future and that of the rest of the region.

- 1. Highest percent of the region's population living in the city
- 2. Highest percent of the region's jobs located in the city

KEEP HOUSING COSTS AS LOW AS POSSIBLE

Alternatives 1 and 2 both provide proportionately more apartment units, which are less expensive than new single family homes. Alternative 3 adds more new single family housing, but much of this new housing would be smaller and more economical to build.

- 1. Lowest average monthly payment for new single-family housing units
- 2. Lowest average monthly payment for new multi-family housing units
- 3. Most neighborhoods offering a choice of housing types suitable to various incomes, family sizes, and ages
- 4. Greatest availability of low-cost housing
- 5. Lowest property tax rate per household

CONTROL COSTS OF SEWER AND WATER SERVICE

The sewer and water pipes required in Alternative 3 are already in the ground, meaning that there would be little need for costly new pipes. Alternative 1 would also use the existing pipes, but it would require some extension of the system to the outlying areas. Alternative 2 would require significant upgrading and expansion of the existing sewer and water system, at a high cost.

- 1. Lowest total cost per person
- 2. Most equitable distribution of costs and services

PROVIDE ADEQUATE PERSONAL TRANSPORTATION

Alternative 1 continues to favor the private automobile to provide for the best personal mobility, but encourages improved transit close to downtown. Alternative 2 greatly increases transit ridership, and so cuts down on traffic jams. Because housing is more scattered in Alternative 3, this alternative has more limited transit improvement and tends to add a greater traffic load to city streets.

- 1. Most people who depend on transit (such as elderly, handicapped, and those without an automobile) living near frequent transit service
- 2. Most people able to get where they want, when they want, as quickly as possible
- 3. Lowest cost per person of the city street system

IMPROVE AIR AND WATER QUALITY

In Portland, air pollution is caused by automobile exhaust and industrial smoke. Water pollution is now mostly caused by run-off from storm sewers. Alternative 1 leaves the greatest share of the city's land vacant, which helps reduce water pollution, but it also supports private automobile travel, which increases air pollution. Alternative 2 greatly increases transit ridership, but also leaves less land vacant to absorb storm water. Alternative 3 encourages private automobiles, adds many new industrial firms, and leaves the least land vacant.

- 1. Lowest levels of air pollution
- 2. Lowest levels of water pollution

IMPROVE ENERGY CONSERVATION

By concentrating housing, shopping, and jobs near transit, and by having many smaller housing units such as apartments, Alternative 2 has the greatest potential for energy conservation. Both Alternative 1 and Alternative 3 scatter housing, shopping and jobs, and promote fewer apartments.

- 1. Least energy used per person for space heating
- 2. Least energy used per person for transportation

LIMIT CHANGES

Although the fewest actual changes in zoning would occur under Alternative 1, many variances and conditional use permits would continue to change the existing pattern of land uses. By making minor zoning changes, over a large area, Alternative 3 can reinforce existing land uses. Alternative 2 makes dramatic changes in the zoning but only in concentrated areas of the city—along major transit streets and at large intersections.

- 1. Fewest changes in existing zoning
- 2. Most public schools operating near capacity
- 3. Most existing single-family housing preserved
- 4. Fewest apartment buildings out-of-scale with nearby homes
- 5. Longest average stay in housing units

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